

Message Text

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ACTION IO-14

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INFO AEC GERMANTOWN

UNCLAS SECTION 1 OF 3 IAEA VIENNA 3437

E.O. 11652: N/A

TAGS: AORG, AFIN, IAEA

SUBJECT: IAEA ADMINISTRATIVE AND BUDGETARY COMMITTEE-

APRIL 8-10, 1974

REF: (A) IAEA VIENNA 2995

(B) STATE 69838

1. SUMMARY: AFTER LONGEST (FIVE SESSIONS) MEETING IN RECENT YEARS, A&B COMMITTEE RECOMMENDED APPROVAL OF 1973 ACCOUNTS AND 1975-80 PROGRAM AND BUDGET TO JUNE BOARD. CONSIDERABLE DISCUSSION RELATIVELY NONESSENTIAL POINTS OVERSHADOWED CONSTRUCTIVE WORK, BUT ON BALANCE MISSION FELT THAT MOST ESSENTIAL US OBJECTIVES IN MEETING WERE ACHIEVED. VARIOUS SEPTELS REPORT SPECIFIC PHASES OF DISCUSSION. END SUMMARY.

2. IAEA BOARD'S ADMINISTRATIVE AND BUDGETARY COMMITTEE MET IN FIVE MORNING AND AFTERNOON SESSIONS APRIL 8-10, 1974, LONGEST MEETING IN RECENT YEARS. MOST MEMBERS WERE REPRESENTED BY RESREPS; GABON AND SUDAN WERE ABSENT FOR ENTIRE SESSION, AND LEBANON WAS REPRESENTED ONLY AT FIRST AFTERNOON'S MEETING. COMMITTEE PROCEEDED IN UNCLASSIFIED

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ACCORDANCE WITH AGENDA CONTAINED GOV/COM.9/95, WITH

CHAIRMAN OF BOARD PRESIDING.

3. AGENDA ITEM 1 - AGENCY'S ACCOUNTS FOR 1973; COMMITTEE NOTED EXPLANATION FOR EXTERNAL AUDITOR'S RESERVATION (DESCRIBED IAEA VIENNA 2868) WITHOUT COMMENT, AND NO RPT NO DEL MENTIONED DISPOSITION OF ROC ARREARAGES. ONLY MATTER RAISED BY ACCOUNTS WHICH CAME IN FOR EXTENSIVE MENTION, BY INDIA UNDER THIS ITEM AND BY NUMBER OF DELS DURING LATER DISCUSSIONS ON TARGET FOR VOLUNTARY CONTRIBUTIONS, WAS REPORT OF UNOBLIGATED BALANCES AND UNLIQUIDATED OBLIGATIONS IN OPERATING FUND II, AND CORRESPONDING UNDRAWN ALLOCATIONS FROM UNDP. SECRETARIAT (ENNR) EXPLAINED THAT MOST UNOBLIGATED BALANCES WERE EARMARKED FOR APPROVED PROJECTS BUT NOT YET OBLIGATED FOR VARIOUS TECHNICAL REASONS. REVIEW OF THESE AMOUNTS TO EXPEDITE TA DELIVERY WAS UNDERWAY; SOME FUNDS RELEASED BY REVIEW HAD BEEN SHIFTED TO PROVISION OF FELLOWSHIPS AND TRAINING FOR 1974. LATER IN MEETING, DDG (TA) GOSWAMI WENT ON TO POINT OUT THAT ORDERLY PROGRAMMING AND DELIVERY DEMANDED SOME FUNDS IN PIPELINE; OPTIMUM USE OF FUNDS SOMETIMES PRECLUDED DELIVERY IN SAME YEAR AS CONTRIBUTED. 1974 TA PROGRAM INCLUDED ABOUT 8 PER CENT DELIBERATE OVERPROGRAMMING, TO AVOID NON-USE OF AVAILABLE FUNDS. SINCE RESOURCES AVAILABLE IN 1973 WERE LARGEST YET, IT WAS NATURAL THAT CARRYOVER AT END OF YEAR SHOULD ALSO INCREASE, AND PERCENTAGE BALANCE COMPARED FAVORABLY WITH UNDP AND OTHER ASSISTANCE PROGRAMS. MOST UNDP UNDRAWN ALLOCATIONS WERE ALLOCATED FOR LARGE-SCALE, MULTI-YEAR PROJECTS, AND COULD ONLY BE DELIVERED AS PROJECT IMPLEMENTATION PROGRESSED. COMMENT: MISSION FEELS THAT, DESPITE THIS EXPLANATION, SOME PROBLEM EXISTS. WE ARE AWARE, HOWEVER, THAT THIS STATEMENT THAT "THERE IS NO PROBLEM, WE ARE RAPIDLY SOLVING IT AND IT WILL NOT HAPPEN AGAIN" COMES AT TIME OF RAPID AND EFFECTIVE SECRETARIAT MOVES TO SPEED UP DELIVERY OF ASSISTANCE; TO OUR MIND, THIS IS SATISFACTORY. ND COMMENT. COMMITTEE FINALLY AGREED TO INSERT MENTION IN TEXT THAT UNOBLIGATED OPERATING FUND II BALANCE WAS IN FACT EARMARKED FOR APPROVED PROJECTS, AND WAS NOT SIMPLY A POOL OF UNSPENT AND FREE MONEY. COMMITTEE UNCLASSIFIED

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ACCEPTED ACCOUNTS, WITH REPORT (AT REQUEST OF USSR, ENDORSED BY UK) TO INCLUDE THANKS OF COMMITTEE TO EXTERNAL AUDITOR FOR HIS EXCELLENT WORK IN THIS AND PAST YEARS.

4. AGENDA ITEM 2 - PROGRAM FOR 1975-80 AND BUDGET FOR 1975: DG BEGAN DISCUSSION THIS ITEM WITH GENERAL STATEMENT ON PROGRAM AND BUDGET (DOCUMENTS GOV/1656

AND GOV/COM.9/96), FOLLOWED BY GENERAL DISCUSSION WHICH OCCUPIED ALMOST ALL OF THREE HALF-DAY SESSIONS. VARIOUS SEPTELS REPORT COMMITTEE DISCUSSIONS OF: TARGET FOR VOLUNTARY CONTRIBUTIONS FOR 1975; EFFECTS OF CURRENCY INSTABILITY AND FINANCING OF BUDGET; PROGRAM AND PROPOSED EXPANSIONS RELATING TO INTRODUCTION OF NUCLEAR POWER IN LDC'S; SAFEGUARDS PROGRAM; AND OTHER DISCUSSION OF INDIVIDUAL SECTIONS OF PROGRAM BUDGET. REMAINDER OF GENERAL DISCUSSION INCLUDED FOLLOWING POINTS.

5. PRESENTATION OF BUDGET: DG NOTED THAT PRESENTATION SIMPLIFIED AND AGENCY RESOURCES CONCENTRATED BY REDUCTION OF NUMBER OF SCIENTIFIC PROGRAM COMPONENTS PER PARA 9 OF INTRODUCTION. SECRETARIAT PROPOSED NO FURTHER MAJOR CHANGES IN PRESENTATION, BUT TEXT IN FUTURE YEARS WOULD BE SHORTENED BY ELIMINATING DUPLICATIONS OF TEXT UNDER "PROGRAM", "SUB-PROGRAM" AND "PROGRAM COMPONENT" DESCRIPTIONS. MANY DELS COMMENDED SECRETARIAT FOR GENERAL FORM OF DOCUMENT, AND U, UK, FRG AND CANADA PARTICULARLY APPRECIATED REDUCTION OF NUMBER OF PROGRAM COMPONENTS AND RESULTING CONCENTRATION OF RESOURCES; FRG QUALIFIED THIS BY ASKING WHERE RESULTING SAVINGS WERE REFLECTED. FRG ALSO SAID 1975-80 PROGRAMS WOULD BE MORE MEANINGFUL IF THEY INCLUDED AT LEAST APPROXIMATE ESTIMATES OF COSTS AND STAFFING REQUIREMENTS, AND ASKED SECRETARIAT TO CONSIDER PROVIDING SUCH INFORMATION IN FUTURE.

6. AGENCY MEETINGS: DG CALLED ATTENTION TO PARA 6 OF INTRODUCTION; AGENCY SCIENTIFIC MEETINGS WERE TO BE RECLASSIFIED IN FOUR CLEARLY-DEFINED CATEGORIES. US WELCOMED THIS MOVE, COMMENTING ALONG LINES IAEA VIENNA 2762. UK ALSO WELCOMED MOVE, AND REQUESTED CONFIRMATION UNCLASSIFIED

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THAT MEMBERS GENERALLY WOULD BE EXPECTED BEAR COSTS OF PARTICIPATION IN FIRST THREE CATEGORIES WHILE AGENCY WOULD BEAR COSTS ONLY FOR FOURTH; SECRETARIAT CONFIRMED THIS UNDERSTANDING, EXCEPT FOR LIMITED AGENCY ASSISTANCE TO LDC NATIONALS PARTICIPATING IN FIRST THREE TYPES OF MEETINGS, FOLLOWING CURRENT PRACTICE. NO ONE DISAPPROVED OF THIS PROPOSAL.

7. COST ATTRIBUTION: DG NOTED THAT DIFFICULTIES IN COST ACCOUNTING HAD PREVENTED ATTRIBUTION OF COSTS OF COMPUTER SERVICES SUPPORTING PROGRAMS OTHER THAN SAFEGUARDS, AS HAD BEEN PROMISED LAST YEAR. FRANCE WELCOMED PRESENTATION OF COST DISTRIBUTION FOR COMPUTER SERVICE, AND HOPED IT COULD BE IMPROVED BY ATTRIBUTION OF COSTS NEXT YEAR; SEVERAL OTHER DELS ALLUDED TO SAME THING. US

CALLED FOR ATTRIBUTION OF COMPUTER COSTS NEXT YEAR,
SUGGESTED THAT LABORATORY COSTS IDENTIFIABLE IN SUPPORT OF
OTHER PROGRAMS ALSO BE ATTRIBUTED TO PROGRAMS SUPPORTED,
AND THAT SECRETARIAT KEEPING MATTER UNDER REVIEW TO DETERMINE

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WHETHER PRESENTATION OF DETAILED DISTRIBUTION OF COSTS
FOR OTHER SUPPORT SERVICES POSSIBLE IN FUTURE.

8. JUSTIFICATIONS FOR MANNING TABLE CHANGES: WEAKNESS
OF SUCH JUSTIFICATION IN BUDGET DOCUMENT ATTRACTED
HEAVIEST ROUND OF CRITICISM FROM NUMBER OF DEVELOPED
WESTERN COUNTRIES, INCLUDING US, UK, FRANCE, FRG, SOUTH
AFRICA. FRG HIT MATTER ESPECIALLY HARD, NOTING THAT ONLY
ADDITIONAL POSITIONS REQUESTED GOV/COM.9/96 APPEARED
ADEQUATELY (#)

IN ABSENCE ANY INDICATION OF

A) HOW MANY AUTHORIZED POSTS IN CONCERNED DIVISIONS WERE
NOT FILLED AT PRESENT, AND B) WHAT DUTIES WERE BEING
PERFORMED BY EXISTING STAFF, AND SUGGESTED THAT IN
FUTURE SUCH INFORMATION SHOULD BE SUPPLIED TO COMMITTEE.
UK SUGGESTED THAT RECORD REFLECT COMMITTEE DECISION THAT
TEXT EXPLAINING SUCH JUSTIFICATIONS MUST BE IMPROVED IN
FUTURE YEARS. COMMENT: MISSION HAS FEELING THAT
SECRETARIAT, WHILE ACUTELY UNCOMFORTABLE WITH CRITICISM,

GOT POINT, AND MISSION LOOKS FOR IMPROVEMENT IN THIS ASPECT OF FUTURE PROGRAM BUDGET DOCUMENTS. END COMMENT.

9. RELATIONS WITH UNEP: NUMBER OF DELS, WITH HUNGARY, UNCLASSIFIED

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AUSTRALIA, US AND ESPECIALLY JAPAN TAKING LEAD, CALLED FOR PRESENTATION OF MUCH MORE DETAILED INFORMATION ON SPECIFIC AGENCY REQUESTS FOR UNEP SUPPORT, PREFERABLY PRESENTED IN BUDGET DOCUMENT IN FUTURE YEARS IN PROGRAM SECTIONS AFFECTED. HUNGARY ALSO SUGGESTED THAT EXTENT OF FINANCIAL COLLABORATION WITH WHO BE SPELLED OUT IN DETAIL, AND JAPAN ALSO SUGGESTED THAT ALL CASES WHERE PROFESSIONAL STAFF SPENT MAJOR PART OF TIME BACKSTOPPING UNDP PROJECTS (E.G., PARA 14 OF GOV/COM.9/96) BE SPELLED OUT IN FUTURE. SECRETARIAT EXPLAINED THAT OF REQUEST (#)

ABOUT \$38,000 HAS BEEN PROVIDED BY UNEP TO DATE, LARGELY FOR ACTIVITIES AT MONACO LABORATORY. FOR THIS YEAR, CRRIT WOULD SUPPLY JUNE BOARD WITH INF DOCUMENT LISTING SPECIFIC REQUESTS FOR UNEP SUPPORT.

10. CALLS FOR ECONOMY: NUMBER OF WESTERN DELS (SOUTH AFRICA, FRG, ITALY, CANADA, UK, US, OTHERS) INCLUDED CALLS FOR ECONOMY IN REMARKS; PROGRAM EXPANSIONS SHOULD BE AT LEAST PARTIALLY BALANCED BY REDUCTIONS IN LOWER-PRIORITY ACTIVITIES. FRANCE TOOK ESPECIALLY HARD LINE THAT GROSS INCREASE (GRICE AND PROGRAM) SHOULD NOT EXCEED 10 PERCENT, AND THAT ALL RPT ALL FURTHER PROGRAM INCREASES SHOULD BE OFFSET BY "SUPPRESSION" OF LOW-PRIORITY ACTIVITIES; FRANCE COULD NOT APPROVE BUDGET UNTIL IT SAW EVIDENCE SUCH CHOICES BEING MADE, WHICH IT DID NOT. (SEE ALSO PARA 12.A BELOW) COMMENT: PROBLEM IS PERENNIAL ONE OF FINANCE MINISTRIES TRYING TO MINIMIZE CONTRIBUTIONS WITHOUT REFERENCE NATIONAL PRIORITIES OF REST OF THEIR GOVERNMENTS. FOR INSTANCE, ATTEMPT BY UK AND FRANCE LATER IN MEETING TO SINGLE OUT LIFE SCIENCES AND PHYSICAL SCIENCES AS LOW-PRIORITY AREAS RAN AFOUL POSITIVE COMMENTS, WHICH THEY DID NOT ATTEMPT TO REBUT, MADE BY FRG, US (PER STATE 68364 AND 69425) AND OTHERS ON CONTENT THESE PROGRAMS. WHILE WE SHOULD KEEP PRESSURE ON SECRETARIAT FOR TIGHTEST POSSIBLE PROGRAM CONSISTENT WITH US SUBSTANTIVE INTERESTS IN AGENCY, MISSION FEELS THAT DG IS PROBABLY CLOSE TO CORRECT IN HIS FREQUENT ASSERTIONS THAT THIS PROCESS HAS GONE ABOUT AS FAR AS IT CAN WITHOUT CUTTING BONE THAT SOME MEMBERS DO NOT WISH SEE AMPUTATED. MISSION CONCLUDES THAT OTHER MEMBERS WILL SIMPLY HAVE TO UNCLASSIFIED

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ACCEPT (AS WE EXPECT MOST ULTIMATELY WILL) THAT IF AGENCY IS TO DO WHAT THEIR SUBSTANTIVE GOVERNMENTAL AGENCIES WANT IT TO, THERE IS NO WAY AROUND THEIR ACCEPTING THE CONSEQUENT BILLS. END COMMENT.

11. ANNEX VI: LARGE, AND BY FAR LEAT PRODUCTIVE, PART OF DISCUSSION RELATED TO ANNEX VI OF GOV/1656; THIS ANNEX, INSERTED AT REQUEST OF FRG LAST YEAR, ATTEMPTS TO PRESENT ALL SOURCES OF SUPPORT OF BENEFIT TO LDC'S. COMMENT: LDC'S EVIDENTLY STUNG VERY HARD BY THIS DISPLAY IN AGENCY DOCUMENT OF POINT THAT SO MANY DONORS HAVE MADE PRIVATELY IN DISCUSSIONS OF TA OVER PAST FEW YEARS, I.E, THAT VERY LARGE SHARE OF AGENCY'S TOTAL RESOURCES, DWARFING AMOUNT OF OPERATIONAL BUDGET, ARE DEVOTED TO ASSISTING LDC'S; THIS IS A FACT WHICH LDC'S HAVE ALWAYS FOUND IT MOST CONVENIENT TO IGNORE IN THEIR CONSTANT CALLS FOR MORE VOLUNTARY CONTRIBUTIONS DEVOTED TO DIRECT TA TO MEMBERS. END COMMENT. LDC'S ARGUED, UNANIMOUSLY AND SOME QUITE EMOTIONALLY, THAT THIS ANNEX WAS "CONTRVERSIAL", THAT IT HAD NO PLACE IN BUDGET DOCUMENT, THAT IT DISTORTED PICTURE OF LDC PLIGHT IN RELATION TO AGENCY ACTIVITIES, THAT IT IGNORED BENEFITS DERIVED BY ADVANCED COUNTRIES (WHERE MOST MONEY FOR PROVISION OF EXPERTS EQUIPMENT AND FELLOWSHIPS UNDER AGENCY TA PROGRAM IS SPENT), AND THAT THEY WOULD NOT RPT NOT STAND FOR ITS INCLUSION IN FINAL BUDGET DOCUMENT PRESENTED BY BOARD TO GC, NOT EVEN AS ANNEX AND NOT IN ANY FORM. FRG, NATURALLY, EXPRESSED APPRECIATION TO SECRETARIAT FOR DOUCMENT, AND INITIALLY PROPOSED THAT IT BE LEFT IN BUDGET. SEVERAL ADVANCED MEMBERS, INCLUDING USSR, CANADA, US AND SWEDEN, FOUND INFORMATION PRESENTED IN ANNEX HELPFUL, AND WISHED TO SEE DOCUMENT PRESERVED IN SOME FORM, ALBEIT ADMITTING THAT ITS PRESENTATION COULD BE IMPROVED. UPSHOT AFTER EXTENDED DEBATE WAS ANNOUNCEMENT BY DG THAT HE WAS WITHDRAWING ANNEX, AND AFTER CONSULTATION WITH ADVANCED COUNTRIES AND LDC'S WOULD ISSUE REVISED AND IMPROVED VERSION AS INF DOCUMENT BEFORE JUNE BOARD. COMMENT: MISSION FELT THAT THIS VERY STERILE AND OTHERWISE TOTALLY USELESS DISCUSSION NEVERTHELESS SERVED ONE USEFUL FUNCTION; BY CONCENTRATING BULK OF LDC FIRE ON

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NOTE BY OC/T: VIENNA 3437 (SEC 2 OF 3) (#) OMISSIONS IN PARAS 8 AND 9. CORRECTIONS TO FOLLOW.

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INFO OCT-01 ISO-00 ACDA-19 CIAE-00 INR-10 L-03 NSAE-00

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A NONESSENTIAL, IT PROBABLY DREW A GOOD DEAL OF SPLEEN FROM DISCUSSION OF TARGET FOR VOLUNTARY CONTRIBUTIONS, BALANCE BETWEEN SAFEGUARDS AND OTHER AGENCY ACTIVITIES, AND OTHER ASPECTS OF PROGRAM OF MUCH GREATER INTRINSIC INTEREST TO US. DG'S PROPOSED INF DOCUMENT MAY ALSO BE USEFUL, DESPITE EFFORTS LDC'S WILL UNDOUBTEDLY MAKE IN CONSULTATIONS TO EITHER EMASCULATE IT ENTIRELY OR TURN IT AROUND TO THEIR OWN PURPOSES. END COMMENT.

12. COMMITTEE ACTION: A. REGULAR BUDGET: CHAIRMAN'S CONSENSUS NOTED THAT COMMITTEE HAD EXPRESSED GENERAL SUPPORT FOR PROPOSED PROGRAM AND BUDGET CONTAINED GOV/1656 AND GOV/COM.9/96. IN VIEW CONSIDERABLE BODY OF OPINION THAT PROGRAM EXPANSIONS SHOULD BE AT LEAST PARTIALLY BALANCED BY CONTRACTIONS ELSEWHERE, CHAIRMAN UNDERSTOOD THAT COMMITTEE WISHED DG TO REVIEW PROGRAM TO DETERMINE WHETHER SAVINGS COULD BE REALIZED FROM CERTAIN PROGRAMS OF LOWER PRIORITY, OR POSSIBLY WHETHER SAVINGS COULD ALSO BE REALIZED BY RE-EXAMINING SOME OF THE ASSUMPTIONS ON WHICH THE PROPOSED SAFEGUARDS PROGRAM (SEPTTEL) WAS BASED. HE ALSO UNDERSTOOD THAT COMMITTEE DESIRED DG MAKE MAXIMUM EFFORT TO SEEK EXTRA-BUDGETARY SOURCES OF SUPPORT FOR PROGRAM EXPANSIONS, AND TO REPORT ON HIS

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EFFORTS TO JUNE BOARD. (ASPECTS OF CONSENSUS DEALING WITH FINANCING OF BUDGET AND CURRENCY INSTABILITY REPORTED SEPTTEL). WITH THIS UNDERSTANDING, CHAIRMAN WOULD PREPARE REPORT TO BOARD. NO DEL TOOK EXCEPTION TO THIS CONSENSUS.

B. OPERATIONAL BUDGET: SEPTTEL

C. WORKING CAPITAL FUND: WITHOUT OBJECTION, CHAIRMAN TOOK IT THAT COMMITTEE WISHED RECOMMEND THAT BOARD ACCEPT \$2-MILLION WCF FOR 1975.

13. COMMENT: ASIDE FROM ITS LENGTH, MOST NOTABLE THING ABOUT THIS COMMITTEE MEETING WAS FURTHER DEMONSTRATION OF SOLIDARITY AND COORDINATION AMONG LDC MEMBERS OF BOARD. VIRTUALLY ALL INTERVENTIONS, INCLUDING THOSE ON TARGET AND TA, SAFEGUARDS (REPORTED SEPTELS) AND ANNEX VI WERE HIGHLY COORDINATED THROUGH ADVANCE CAUCUS MEETINGS. AT ONE POINT, LDC REPS EVEN REQUESTED THAT MORNING SESSION OF COMMITTEE BEGIN AT 11:15, INSTEAD OF 10:30 AM, AS IS NORMAL PRACTICE, TO ENABLE THEM MEET UNSPECIFIED PRIOR COMMITMENT WHICH MISSION UNDERSTANDS PRIVATELY TURNED OUT TO BE LEC CAUCUS MEETING ON ANNEX VI AND TARGET QUESTIONS. MISSION FEELS THAT WE CAN NOW ACCEPT AS ROUTINE PROCEDURE CAUCUS OF LDC'S PRIOR TO EVERY BOARD OR COMMITTEE MEETING, AND RESULTING COORDINATION OF VIRTUALLY ALL LDC POSITIONS ON ISSUES WHICH THEY FEEL HAVE ANY SUBSTANCE TO THEM (I.E., WHICH ARE RELATED TO AMOUNT OF TA OR OTHER MONEY THEY RECEIVE FROM OR THROUGH AGENCY). THIS IS COMPLICATION IN VIEW OF PAST NORMAL PRACTICE OF DOING BUSINESS PRIOR TO OPEN MEETINGS, IN OFF-THE-RECORD CONSULTATIONS WHICH HAVE ESCHEWED THE ORGANIZED OR SEMI-ORGANIZED GROUP STRUCTURE CHARACTERISTIC IN SOME OTHER ORGANIZATIONS. HOWEVER, THIS TIME APPEARS TO BE PASSING RAPIDLY, AT LEAST FOR RANGE OF ISSUES RELATED TO PROVISION OF ASSISTANCE BY AGENCY, AND WE WILL SIMPLY HAVE TO LIVE WITH IT.
END COMMENT.PORTER

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